

THE LEGAL AND ECONOMIC BASES OF SOME COLONIAL TEACHING UNIVERSITIES, WITH A LOCAL APPLICATION.

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John Henry Newman defines a University as "A place of teaching universal knowledge," and, if such a definition be accepted in its entirety, such a title as an Examining University must be regarded as a misnomer. It is, however, too late to insist on the right of being purists in the use of the English language; the position has already been yielded, and when Universities are mentioned we need some qualifying term to describe the particular class of institution to which reference is made. We may have our own views as to the desirability, or otherwise, of broadening the meaning of words, but it is certainly a distinct loss to language when the meaning of a word is broadened at the expense of the clearness and exactness of definition which it previously possessed. Nor does it seem to be in accord with the highest morality to capture a word, possessed of ancient prestige and honourable meaning, and claim its shelter for inferior institutions, and such as are lacking in certain well-defined and essential characteristics. Still, we have to take the facts as they exist, and in doing so it would not be difficult to bring evidence to show that what we term an Examining University, however valuable its work, must be generally regarded as of a makeshift character, especially in a country where it is the only type. In older lands, and where institutions of a varied nature are in existence, this need not be insisted on, as both Teaching and Examining Universities find their distinct spheres in the national life.

In a Colony like our own, where at present there is no choice between the two classes of Universities, there will, moreover, be generally found an under-current of unrest and dissatisfaction with the nature of the ideal of education available, both on the part of professors and students, and it must not be surprising if, at recurring

periods, discussion arises, and even agitation breaks forth, in favour of placing the University education of the Colony upon the higher level.

That such a discussion should take place in our Society will be regarded as most natural; the first University which ever existed was the product of the philosophical mind, and such societies as this depend largely for their ultimate and permanent value upon the influence of University training and life. This Society is one of the very few in South Africa which can lay any claim to being a learned Society, and it has the advantage of approaching the subject from a starting-point outside of any particular educational circle with vested interests, while it is certainly beyond suspicion of having any axe of its own to grind.

Our study of the bases of Colonial Universities brings us immediately to the fact that in scarcely a single instance have the promoters and founders of those institutions been able to start their work *ab initio*, or it is not too much to affirm that in very few cases, if any, would the idea of an Examining University have been entertained as meeting the necessities of the Colony. The vested interests of collegiate institutions, more or less firmly established, have had to be considered; the religious prejudices or requirements of the Churches have had to be conciliated or met; and even when some of these difficulties might have been surmounted, economical considerations have often prevented the necessary effort, to overcome them, being put forth. But, even when all due allowance has been made for the influences at work in favour of establishing Examining, in preference to Teaching Universities, it has to be recorded that in scarcely a single instance has a Colonial Examining University of the pure type been founded. Indeed it may be noted that the University of the Cape of Good Hope appears to be the purest type of an Examining University existing in the whole of the British Colonies, and in its freedom from legal connection with colleges and institutions is almost *sui generis*.

In studying the bases of other Universities in the Colonies, that of New Zealand may be taken as representing the first approach to a Teaching University, and we bring it into this category notwithstanding the fact that the Act of Parliament upon which it is founded expressly affirms that it shall not directly exercise functions of teaching. There is a somewhat interesting and suggestive history attaching to this condition. In 1869 the Superintendent and Provincial Council of Otago passed an ordinance under which a University of Otago was established. It should be noted, by way of explanation, that the body adopting this ordinance was one of nine such bodies

which, under the old constitution of New Zealand, legislated within certain limitations for the provinces into which the Colony was divided. Naturally such a local arrangement could not be generally accepted as meeting the requirements of the Colony, and the following year the General Assembly passed the New Zealand University Act. It was intended that this legislation on the part of the superior authority should bring about the amalgamation of the two Universities, but negotiations which followed did not meet with success, and the two institutions were continued as distinct bodies. In 1874 the struggle was brought to an end by the University of Otago surrendering, or holding in abeyance, its power of conferring degrees, and becoming affiliated to the University of New Zealand, on the stipulation that the University should not, as we have stated, directly exercise teaching functions. Meanwhile the Provincial Council of Canterbury had passed an ordinance founding the Canterbury College, with the same standard of University education as Otago, but without the power of conferring degrees. Subsequently a Royal Commission sat on University and Secondary Education, and reported that two other colleges ought to be established, in Auckland and Wellington. It was not, however, until three years later that the Auckland University College Act was passed, and ten years later still when the claims of Wellington were met. These four colleges have now a large specified annual endowment and extensive lands, which in the course of years will be of immense value to the institutions concerned. These University colleges are definitely affiliated with the University, and the Act provides for undergraduates keeping their terms at these colleges, or in exceptional cases, where distance prevents constant attendance, students may enrol their names on the books of these colleges, and after more or less teaching, provided they satisfy the local authorities in their examinations, may then proceed to the usual candidature for University degrees. In exceptional cases, also, exemption from attendance at lectures may be granted by the Chancellor. These facts and considerations may be said to bring the New Zealand University within the category of the teaching Universities, although the platform may be accounted the lowest which can be occupied. The essential principle is there of definite and exclusive University recognition for certain colleges, entitled to call themselves University colleges, provision for the keeping of terms, and the establishing of chairs and lectureships. It does not require the gift of prophecy to see in the arrangement the elements of a fairly permanent settlement of University questions for New Zealand, especially as the University colleges, by their situation, fairly well cover the local as

well as the national requirements of the country. The Council of one of these colleges is constituted of three members appointed by the Government, three elected by members of Legislature, three by Educational Board, three by graduates, three by public school teachers, and one by the Professorial Board. Of a similar type is the University of Manitoba, except that the contributing and affiliated colleges have in several instances a denominational basis, the recognition of the denominations having apparently been a prime motive.

When we pass to Teaching Universities, properly so called, Australasia provides us with four examples, the type of which does not greatly vary, inasmuch as they all make provision for the necessary chairs and lectures, and for the residence of students, while at the same time they admit of affiliated colleges under certain clearly defined conditions.

The object of such Universities has been well set forth in the preamble of the Act to incorporate and endow the University of Sydney.

“Whereas it is deemed expedient for the better advancement of religion and morality, and the promotion of useful knowledge to hold forth to all classes and denominations of Her Majesty’s subjects resident in the Colony of New South Wales, without any distinction whatsoever an encouragement for pursuing a regular and liberal course of education, be it therefore enacted,” &c.

That is the incontrovertible principle for which true University education must stand in Colonial life.

Like others, the Sydney University was met with the difficulty of vested interests when it sought to establish itself, and it therefore wisely made a bold stroke, and by purchase obtained possession of Sydney College, which was then in the possession of a joint-stock company. The price decided upon was that of shares at par, while a legacy which had been left to the college, having been bequeathed in the public interest, was transferred to the University. A comprehensive building scheme was adopted, and the Government voted £50,000 for buildings, on condition that not more than £10,000, and not less than £5,000, of that sum was to be expended each year. All this took place, it has to be recorded to the honour of New South Wales, half a century since. The governing body consisted of sixteen Fellows, twelve of whom must be laymen, and when the University got into working order, not more than six, and not less than three, professors were added from the University staff. The residence clause is practically similar throughout the Australian Universities, and provides that students who attend lectures or

classes must reside with parent or guardian, or some relative or friend selected by the same, and approved by the Chancellor or Vice-Chancellor, or in some collegiate or educational establishment or with a tutor or master, or in a boarding-house licensed by Chancellor or Vice-Chancellor. No religious test is allowed, but regulations may be made for securing attendance at Divine worship with the approbation of parents or guardians.

The details as to the establishment and the number of chairs and lectures need not be referred to at length, the comparative curricula of the different Universities not lying necessarily within the range of our present review.

It is, however, not a little instructive to study how the problem of relation to outside colleges has been solved, or what attempts have been made in that direction. The principle recognised in dealing with these was thus set forth:—

“Whereas it is expedient to encourage and assist the establishment of colleges within the University of Sydney, in which systematic religious instruction and domestic supervision with efficient assistance in preparing for University lectures and examinations shall be provided for students of the University, be it therefore enacted,” and so on. Although the question of finance is dealt with in a later section of this paper, it is noteworthy that in the case of Sydney reasonable endeavour has been put forth to make the affiliated colleges worthy of the Colony and the University. A peculiar endowment was provided for each college established and incorporated within the University upon the following conditions:—

That £10,000 at the least shall have been subscribed by its founders, and of that sum not less than £4,000 shall have been paid and invested in a manner approved by the Governor, and the residue secured to be paid within three years, the whole to be devoted to the erection of buildings on land granted for the purpose from University or other land. The permanent endowment for such colleges to be paid from general revenue being not more than £20,000, with an annual sum of £500 for the stipend of the principal.

The provisions by which such colleges are brought into relationship with the University set forth that students on entering such colleges must matriculate at the University immediately, and thereafter continue to be members thereof, and regularly and duly attend lectures. Candidates for degrees are then admitted from those colleges on presentation of a certificate that the candidate has completed the course of education determined upon by the Senate; no such certificate being accepted unless the Senate authorise the college to issue it.

The Universities of Melbourne and Adelaide have a somewhat similar relationship to affiliated colleges, varying in detail sufficiently to meet the requirements of the local conditions.

As an evidence of how the principle is appreciated it may be noted that the provision has resulted in three denominational colleges and a woman's college seeking affiliation in the case of Sydney, while in Melbourne, Trinity Church of England College, Ormond Presbyterian, and Queen's Methodist are duly affiliated to the University, the arrangement being found of great practical advantage to the Churches concerned, especially in the matter of offering facilities for the training of ministers, while the Universities themselves gain at least something in breadth of work and interest.

The details of arrangements for affiliating colleges have been particularly well worked out in the Melbourne University constitution, and are specially worthy of attention, while the provision of well-constituted faculties in law, medicine, and engineering, give that breadth and comprehensiveness to the University work which is always to be desired.

The declaration setting forth the relationship of an affiliated college, reads as follows: "The educational establishment hereinbefore mentioned shall be an educational establishment of and within the University of Melbourne, and be known and distinguished as, say, Trinity College. Provided always that every student at the College shall within six months after he has entered into residence either be matriculated at the University, or be admitted *ad eundem statum* therein."

The recognition of lectures in affiliated colleges, is thus provided for: "Students of any college affiliated to the University shall be allowed credit for attendance on such of the course of lectures in that college as shall be recognised in the statute of affiliation, and shall be permitted to proceed to any degree in the University, provided that every such student shall have complied in other respects with the regulations of the University and the conditions of the statute of affiliation."

These regulations are, in the opinion of some, capable of improvement, but that is a detail which need not be discussed here.

As a practical lesson, it is interesting to note in passing an illustration of how in the face of difficulties one University, that of Adelaide, obtained its legal constitution. An association was formed for the purpose of establishing such a University, through which association a sum of £20,000 was offered and given for endowing two chairs, one for classical and comparative philology and Latin, the other for English language and literature, with mental and moral

philosophy, the two first professors being at the same time nominated by the donor.

The principle of the affiliation of colleges is one for which it has been found necessary to provide throughout the Colonies. Naturally this leads to some representation of the colleges in the governing body of the University concerned, and that is brought about not infrequently by ordinary elections, but in other cases has been provided for by the principal and acting principal of affiliated colleges having a seat in the University college or Senate.

The following may be taken as a fairly typical form of regulations for the recognition of colleges and institutions in the different faculties :—

(a) A statement containing full information regarding the constitution of the managing body, and the names of its members.

(b) A statement regarding the standard up to which it is desired that the college or institution should be affiliated.

(c) A statement showing the provision made for the instruction of the students up to the same standard.

(d) A statement showing the scale of fees to be charged.

(e) A statement showing the building accommodation provided, or proposed to be provided, and the sanitary arrangements.

(f) A statement sufficient to enable the Council to judge of the financial stability of the college or institution.

It should also be remembered that the principles we have sketched are usually so applied as to meet the necessities and requirements of medical colleges, mining and engineering schools, and kindred institutions, in which case there is usually mutual recognition of University and school on the governing bodies of the respective institutions concerned.

When we proceed to the examination of the Canadian Universities we find teaching to be characteristic of nearly all. It is not, however, possible in a paper necessarily limited in length, however broad its scope, to give detailed accounts of the founding of these Universities, many of which can boast quite a reverend antiquity, such as is associated with few institutions in the Southern Hemisphere. Canada cannot have suffered much from the want of Teaching Universities, although, perhaps, if the whole truth were stated, there have been periods in the past when some of these institutions could scarcely be said to represent that high culture which we associate with the venerable seats of learning in Europe. Still worthy histories might be related, and the early chapters of some of them give many examples which might be emulated with advantage in younger colonies south of the Line. In some districts

it would appear as if University competition had been too keen for efficiency, and we consequently learn not only of affiliated colleges, but of Universities federating with each other in order the better to serve the interests of the community and to promote the means of reaching the common end in view.

We may present the results of a brief examination of the University of Toronto, which is undenominational in its character, and has in addition to its University college, three theological colleges affiliated, and one University confederated with it, the latter being the Victoria University, originally associated with the Methodist Church. The teaching faculty of the Toronto University is very complete, and includes a provision which is perhaps unique. It provides for the optional subjects of Biblical Greek, Biblical literature, Christian ethics, and kindred departments of learning, but any provision for instruction and examination in the same is left to the voluntary act of federating Universities and affiliating colleges. In connection with this there is an express provision to prevent such subjects becoming compulsory in the University itself.

When the federating principle comes in between minor Universities and that of Toronto it is according to this provision. On federation the University concerned suspends its power to confer degrees, save in divinity, and is then entitled to representation on the Senate of the University of Toronto, the fact being notified to the parties concerned, the federation is in due course proclaimed by the Government.

The due representation of the federating bodies is evidently regarded as a distinctive and essential figure.

As in the Australian Universities students coming forward for examination are required to present certificates of attendance at the lectures of the federating Universities, according to local regulations, in the case of colleges established for specific purposes, such as medical halls, certificates are required of attendance at the prescribed course of instruction, and by this means what are otherwise independent hospitals and faculties are made to serve the purpose of the University, to the advantage of both students and Universities.

In order that deserving students, who are unable, for personal reasons, to receive instruction in any federated or affiliated institution, may not be debarred from advancement, the Senate reserves to itself the right to give admission to the different examinations, on such conditions as the senate may from time to time determine.

In some Canadian Universities we find another feature set forth in their respective constitutions which is worthy of notice. Incorporated theological colleges are given the power to confer their



own degrees in Divinity, while retaining their status in relation to other subjects in the particular University with which they are associated. The principle adopted is made to operate in two directions. Some of the subjects required for the Divinity examination, such as Oriental literature, logic, mental and moral science, are accepted as taught in the University curriculum, while for a degree in arts the whole University course may be followed, or some subjects may be studied in the college, the student being throughout a member of his own theological college.

In the founding of the University of Toronto, a University college already in existence was dealt with by express recognition, with a legal definition of its teaching faculties. This wise step at once conserved its interests, and took it out of outside competition with the larger idea of the University.

The instance of the McGill University, with its affiliated colleges, is perhaps one of the most instructive studies, presenting as it does the complete realisation of the idea of a central Teaching University with affiliated theological colleges, having under instruction, according to a recent report, some 1,250 students. The ground plan of the buildings presents an instructive object-lesson. In the campus we find picturesquely grouped the arts, medical, engineering, physics, chemistry, and mining buildings, with an observatory, museum, and library, while around these are the Presbyterian, Wesleyan, Diocesan, and Congregational Colleges. Not too far away to be out of reach are to be found the College for Women, the Hospital and the Veterinary College. The Melbourne University presents a similar object-lesson, well worthy of special study.

Having pointed out the general principles on which affiliation takes place, it may not be out of place to obtain a clearer view of an affiliated college. To such colleges there is given a definite constitution, and provision is made to ensure maintenance of efficiency in work and dignity in administration. The illustrative institution is that connected with the Methodist Church, the largest numerically of the Canadian Protestant Churches. It has a Board of Governors appointed by the General Conference of the Methodist Church, the number of whom is limited by charter to 30, and those who are locally resident constitute the Executive Committee. The Senate of the college consists of the Board of Governors, the Members of Faculty, Representative Fellows, not to exceed 21 in number, one representative of past students, and two representatives of graduates. The Senate has authority over the curricula of the college, to appoint examiners, to enact regulations relating to examinations and the general educational work of the college, to

provide the mode of election of the representatives of past students and graduates, and to present suitable candidates for degrees in Divinity. The Act of Incorporation gives the power to confer degrees in Divinity, which are: Licentiate of Sacred Theology, Bachelor of Divinity, Doctor of Sacred Theology, and Doctor of Divinity. The matriculation for these examinations is that of the ordinary University Arts course, with the addition of an examination in Greek, if the same has not been taken in the University examination. For matriculation for the B.D. degree, the holding of the degree of B.A. or M.A., from some accredited University, or of Licentiate of Sacred Theology, with not less than an average 60 per cent. pass.

These details are given as representing a typical constitution of an affiliated college, possessing the power of conferring Divinity degrees.

There are several Universities in Canada which are entirely of a denominational character, both Protestant and Roman Catholic, and in these there is generally some provision for students belonging to other Churches, but these institutions would scarcely be of more than local interest.

Our observations have fairly set forth the prominent and distinguishing features of Colonial Teaching Universities, and sufficient of their legal bases have probably been revealed to give some idea, though necessarily an imperfect one, of how other Colonies, not altogether dissimilarly placed from our own, have sought to solve the great problem of how to introduce into new and growing countries higher education, and to perpetuate its advantages for succeeding generations.

The question of the economic bases upon which these Universities have been built up has also to be included within our purview.

It is gratifying to find what liberality has been evinced towards the different Colonial Teaching Universities by their respective Governments. An evidence of this is supplied by the case of New Zealand. The investments of the University itself amount in value to nearly £18,000, while an annual support of about £3,000 is applied by Statutory Grant, this being applied half to the general fund of the University, and half to its Scholarship Fund.

What requires to be noted in connection with the finance of the Australasian Universities is the very wise and prudent use which has been made of Crown lands. Each of the four colleges affiliated with the New Zealand University has been richly endowed in this manner. Some 40,000 acres have been applied to the purposes of these institutions with the most admirable results. In the case of

Otago, the rent of the reserves amounts to £5,500 on one account, while incidental rents and royalties make up another £1,000, the Church Board of Property supplies £1,800, and there are scholarship funds producing £2,866. Canterbury has a capital account of £30,000 derived largely from similar sources, and the rent of the reserves amounts to £8,750. Auckland and Victoria Colleges are younger, and their land reserves are not yet so largely rent-producing, but the former college derives £366 from this source, with a statutory grant of £4,000, while the latter college enjoys a statutory grant of £3,800.

Of the incidental sources of income it is not necessary to take account here, as they are naturally such as are found in similar institutions the world over; the point we desire to make clear being that, whatever may have been accomplished by private enterprise, the respective Governments have realised that their duty was to foster true University life and teaching, which are so essential to the advancement of a Colony, and have acted upon the principle that the assets of the country in the shape of lands could nowhere be better invested than in the production of those forces which make for the advanced culture of the people.

South Australia has supported this view by a grant of 50,000 acres of waste land to the University of Adelaide, not perhaps of great value per acre, but standing at present on the books of the University at £55,000, and producing an income of £2,776 per annum. The Adelaide University has been, as deserving institutions of this nature usually are, fortunate in its private benefactors. The first sum of £20,000 to which we previously referred, has since been increased to £134,000, and stability is given to this by a provision made in the original constitution of the University that the Government should in perpetuity give a 5 per cent. subsidy as interest on such endowments up to the sum of £10,000 per annum. The amount derived from this source, according to the last report on which I have been able to place my hand, is £6,339. A valuable site of five acres for buildings in a convenient position in the city has to be added to the pledges of the Government interest in the work and objects of the University.

We cannot take each University and deal with it separately, but we may state in passing that the University of Melbourne receives £9,000 per annum from Government endowments, and a sum of about £4,500 additional has more recently been added.

The University of Sydney presents an object-lesson which may be regarded as specially valuable. The original statutory endowment was the sum of £5,000 per annum, to which has since been added

another £4,000, and there is also now an additional endowment of £2,000 per annum in support of University extension work, which has been successfully undertaken. As necessity has arisen the Government has not hesitated to make additions to the amount of the statutory endowment, the sum voted in some years varying beyond the stated sum to as large a figure as £13,000. It may also be noted that three denominational and one women's affiliated colleges have an annual State endowment of £500 each towards the stipend of their respective principals. The feature which calls for special notice in connection with Sydney is the fact that the private foundations of the University have evidenced both a prudent and generous spirit on the part of those possessed of wealth. The total value of these private foundations, as they stand in the books of the University, is no less a sum than £404,752. The income from these sources devoted to the funds of the University is £6,392, besides some £12,000 given to special scholarships. Incomes such as these place University teaching upon no uncertain foundation, and it is specially well to bear in mind the principle of statutory endowment in reference to the annual contribution of these Colonial Governments.

It is so easy to challenge an annual grant, and to mar the work of an institution under the influence of some passing local excitement, so that it is no small advantage to have certain sums definitely secured to be devoted to the work in hand in stormy as well as in sunny years. The case of the University of Tasmania affords an illustration of a grant having been cut down on several occasions, for six successive years indeed, sums varying from £1,000 to £1,500 having been taken from the grant, necessitating amended legislation to provide for the original sum of £4,000, mentioned in the Act, being annually provided in the estimates. Educationalists are not always the most worldly-wise of men, nor are they all born diplomats, and it is desirable that the national support of a University should not be made contingent upon the passing excitement which may be created by an idiosyncrasy of the man who receives a grant, and we may add, nor yet upon that of the man who votes it.

The Canadian Universities have largely benefited by private munificence, and are some of them rich in the endowments which they possess. McGill has endowments valued at some three millions of dollars, and in its equipment in many departments bears witness to the practical wisdom of many of its benefactors in bygone years. Commencing with an endowment which its founder designed at first for the establishing of a medical faculty, it has grown into a great University, but, to the honour of the memory of McGill, has

never allowed the medical side to deteriorate, and to-day this is said to be unsurpassed in the quality of its equipment.

A measure of State-aid is given to many of the Canadian Universities, but one of the features which again calls for notice is the part which land has played in the endowments of these institutions. In connection with the Acts of Incorporation of Canadian Universities, it seems to have amounted almost to a custom to include a grant of a large acreage of Government lands, which in the course of years, in some instances, has attained to a high value. Indeed, the lands of Canada have been greatly exploited in the cause of education.

In some cases the towns in which the colleges are situated have accounted it a duty to make a contribution from local funds for the honour and advantage of having the University situated in their midst.

There is also one feature which appears in connection with some of the Canadian Universities which is noteworthy, and that is the large amount of money which has been raised, not in the large contributions of the very wealthy, but by the gifts of the people in sums varying greatly in amount. In a few instances denominational rivalry and honour have contributed not a little towards this end. But from whatever source the money required has come, Canada has abundant reason for being congratulated upon its magnificent University institutions, for in not a few cities the University, while helping to raise the life of the people, has contributed not a little to the beautifying of the city through its architecture. The younger States are also hastening to follow in the course of the older provinces of the Dominion, in some cases benefiting largely by the experience of those who have wrought and thought before.

It now remains to gather from this review what may be learned by way of local application, and there is not a little—although the work of studying the legal and economic bases of these Colonial Teaching Universities has been imperfectly accomplished.

What is hereafter given forth by way of suggestion is not intended in the least degree to disparage what has already been accomplished in the direction of higher education in South Africa. There was a time when criticism, and severe criticism, was necessary, but no one can have listened to the recent addresses of the Vice-Chancellors of the Cape of Good Hope University without being struck with the immense strides which have been made in the direction of the higher culture in recent years. It was not always thus. In 1857 there was a Select Committee appointed by the House of Assembly

to examine certain educational returns which had been sent in dealing with the higher grade schools. The report of that committee begins by a reference to certain promises made by the Government seventeen years before, in 1839, and observes, regarding these: "We need not enter in detail the instances of neglect. In fact, with the exception of appointing one competent teacher in each school, the neglect in everything else has been, as far as the evidence goes, universal." Books, libraries, models, and philosophical apparatus are in turn mentioned, and with one trifling exception, the verdict is: "In no one instance has this promise been fulfilled." The report adds: "And it is to the lasting honour of the teachers and of the public that the schools have been sustained, and have in many cases accomplished so much good as they have done, and it is very great, under circumstances so discouraging. Believing that the House is disposed to look forward to what should and may be done to make the first-class schools a blessing to the country, rather than to censure the shortcomings of Government in past times, we respectfully submit the outlines of a system which we think may accomplish that object." If such was the attitude of the Government towards the higher grade of schools fifty years ago, it is not surprising that when Melbourne and Sydney were laying the foundations of their Universities, so little was being done for South African colleges, and nothing attempted in the direction of establishing a Teaching University for the country.

It is not, however, necessary here, where all, or most, are fairly well acquainted with the history of college and university movements in South Africa, to recapitulate what has been done, or to deplore in dolorous tones what has been left undone. Our vision must be rather directed to the present and towards the future.

It must, I think, be allowed that there are many reasons beyond those which exist in the nature of things, and which might bring this subject to the front at any time, why the matter of a Teaching University should come up for discussion at the present juncture. It is not alone the makeshift character of an Examining University which presses the subject upon us for consideration at this time. The standing objections to an Examining University as the only one in the country are always present. Educational schemes in connection with our colleges must be regarded as more or less of a tentative character, for, however excellent, it must be felt that after all they are not that which shall be, some time, in the near or distant future.

We have, however, to consider at the present moment that the country is in the throes of a new birth, and there is little or no

probability that matters educational will continue as they have been in relation to this great question. Already we find in the London press references to certain towns in the new Colonies as containing the possibilities of becoming University centres. It is scarcely likely that Cape Colony will stand quietly by and let judgment go by default against her as being unworthy of the possession of the first Teaching University in South Africa. It has to be remembered what such a condition would mean. It would not mean certainly the retention of her present premier position in the matter of education, for the establishing of a Teaching University elsewhere could not fail to result in the draining off of not a little of the best educational life we possess at present. By history, by heritage, and, we may add, by worthiness, Cape Colony and Cape Town should be the first in the field in this matter. It is worth while to consider the possible ways in which the end may be reached.

Our review has shown us the systems in vogue in sister Colonies, and which of these may unhesitatingly be affirmed to be capable of application to South Africa, is perhaps not easy to determine.

There is first of all the simplest form of a University consisting of colleges duly affiliated, with regulations giving the University a voice in the making of the statutes governing the Colleges, and representation of those Colleges in the University Council. In connection with such Colleges there must be regulations governing the residence of students and their attendance at lectures, with due preparation for the University examinations. Such colleges may be scattered over a wide or a restricted area, with or without their buildings being vested in the Government or University, they must be entitled to a definite share in a Government endowment, they must be regarded, and exclusively so, as University Colleges. Their number need not be necessarily fixed in the beginning, leaving room for others to qualify.

Then there is the fully equipped University, with its own halls and colleges, the whole scheme being self-contained after the pattern with which we are familiar in the older countries. This is an ideal which is scarcely likely to be attained, and if we judge from what we have had brought before us from the experience of the other Colonies, it appears that this scarcely meets the varied necessities of Colonial life, however regretfully we may have to arrive at that conclusion.

The more practical method seems to be to take an existing college as a nucleus, establish and endow by statutory grant or private beneficence as many chairs as may be possible, and with this to

permit of affiliated colleges. Such colleges may exist for specific teaching and training only as divinity, medicine, engineering, and mining, or they may cover certain other of the requisite subjects for examination, the conditions under which this is practicable having appeared before us in our review. Such colleges might be built upon a site granted by the Government or the University, on condition that buildings of not less than a specified value be erected. Or the affiliated colleges might be some already in existence, as in the case of Toronto, but receiving official recognition, and being empowered to carry on their work as additional colleges to those under the more direct auspices of the University.

Whatever University is established must be broad enough to attract, and so constituted as not to repel, those who have been seeking in past years in their own spheres and neighbourhoods to promote University ideas and interests. It must be borne in mind that whenever a Teaching University is set up there will probably be some inconvenience and possibly some passing loss to other bodies, but the longer the present condition continues the greater will be the measure of that inconvenience. The vested interests of the different teaching bodies will always be increasing. Should it be found necessary or desirable to take a particular college with its properties and interests as the nucleus of the University it must not be supposed that such a college becomes an unfair competitor with other colleges. It is taken out of the category of an ordinary competitor by the very act which creates it the nucleus of a University. In discussing any scheme which may be proposed it will be necessary to discriminate between the arguments against the weaknesses and defects incidental to a beginning, and those against the general principle involved.

If we look around us for a practical nucleus, taking the facts as we find them, it must, we think, be confessed that the whole history of the South African College, especially as it is related in Blue Books, shows that it has been approximating gradually through its whole career to the ideal of a Government institution, existing for the purpose of University teaching. Perhaps the same may be said of two or three other colleges, and in discussing schemes, it remains for such assertions to be proved, and due consideration must then be given to the claims established.

Should such an institution as the South African College be accepted as a nucleus of a Teaching University, it would at least bring with it the prestige of honourable lineage, and every old South African College student would have as a compensation for the loss of the familiar and inspirational initials, the feeling in relation to the



University of the future of having come over, as it were, with William the Conqueror.

How such a University should be supported has been perhaps nearly sufficiently indicated by what we have seen in other Colonies. First of all, there must necessarily be a large statutory grant to ensure stability, and to what better purpose could the Colonial revenue be put? If possible, Crown lands should also be set apart for the purpose of endowment, and Natal, the Transvaal, the Orange River Colony, and Rhodesia might be approached with the view of certain of their spare lands being granted for this purpose, and an annual payment made, with the proviso, if so desired, that should a Teaching University be established in those territories, the lands and grants should revert to the particular Colony concerned for local University purposes. Where lands are given, there is always a possibility of increase in value as the assets of the country ascend, which is an important aspect of endowment to be borne in mind. Should such a University be established in Cape Town, the Town Council might be asked to acknowledge the honour of having the centre of University life in its midst. In this connection I would suggest that the Standard Bank and Opera House might be handed over to the University for the purpose of endowment. The present peppercorn rents could be made available at once, and when the properties fall in later, the value would be considerable, while no ratepayer would be conscious that he or the town had made any sacrifice.

Nothing here suggested may reach the ideal which it is possible to conceive, but ideal schemes are seldom practicable, and we usually have to be content in accepting the next best, or the next but one even.

Once established, there can be little doubt that a Teaching University would attract large sums of money for its support and endowment, which are now taken elsewhere, or remain in private hands. The object-lesson of a broad South African culture, high-toned and spirited, could not fail to commend itself to the sympathetic support of those who are often glad to know that there are channels into which their wealth can be turned with the certainty of its being of permanent use to the community.

Looking at the history of endowments for University education in South Africa, it would appear that the tendency is to establish scholarships tenable at the older Universities of Europe; but this plan, however admirable in some of its objects, cannot be regarded with unmixed satisfaction. It has the result of tending to drain the country of some of its most promising students, and to keep back the

progress of University life in South Africa. It tends also to perpetuate the present expensive and wasteful staffing of colleges in which there are already too few students of the best calibre, while the effect upon the professors will continue to be seen in the readiness with which men will leave us for positions where their work has a true University status, with the consequent more ready accessibility of those offices associated with an educational career of the more advanced type. Scholarships available at European Universities we must always have, but if our own educational life is to be helped forward in the direction of its possible best, the European scholarship will serve the highest purpose when it is made post-graduate, when it partakes of the nature of reward for what has been attempted and done, and when it has a special object in view. It is difficult to give unmixed praise to any scheme which tends to defer the day when our own University shall exercise all those higher functions for which such a body ultimately exists, namely, the home of intellectual, moral, and social culture, and the centre of those forces which naturally spend themselves in research in the higher branches of the arts, sciences, and crafts.

What steps should be taken to secure the establishing of a Teaching University in South Africa, or how far it is practicable to go in the near future, there will doubtless be many to suggest. What must be taken for granted seems to be the necessity for working on broad lines. The question belongs to South Africa. It is not one for Cape Town or for the Cape Colony alone. South Africa as a whole needs this University, and never needed it more than it needs it to-day. Nothing that has transpired during the past fortnight has lessened that need. The time will probably come when there will be two or more Teaching Universities in South Africa, but it is doubtful if there is room for more than one at present, without perpetuating that wicked and weakening waste of resources and men which is one great condemnation of our present collegiate system.

To obtain the one University required there are several possible methods of procedure. We naturally turn to our present University as the centre from which expansion would most naturally proceed, and which will doubtless one day put forth effort in this direction and obtain the requisite powers and resources to enlarge the scope of its work. It is of course open for a particular college obtaining private endowments to force the question of applying to Parliament for a charter. Or, failing action in such quarters, those who are interested and believe in the object in view, might form themselves into an association and educate and agitate public opinion with the

purpose of securing for the country what they desire. Our own view as to the best of all courses would be for the University authorities or the Government to promote a Commission which should be representative of the whole of South Africa, to inquire into the whole question with the express object, not of amiably appeasing those who feel earnestly on this matter, but of accepting and promoting the best scheme found to be available and practicable.

Were this done, it is not improbable that arrangements could and would be made whereby schools of mines and other technical institutions, situate in different parts of the country, would be given the University upon their work, and possibly if some colleges were perforce left outside the actual University scheme an advanced status would be granted to other educational establishments already in existence. In any decision arrived at with regard to existing institutions, possibly resulting in the survival of the fittest, it must be borne in mind that that education does not exist for the colleges, but the colleges for education, and the nation cannot afford to sacrifice the larger purpose for the sake of a local or personal feeling. But we are persuaded that difficulties of that kind are not insurmountable if we are really in earnest.

Possibly any or all these courses are too much to hope for, or to expect, at the present time, and we may have to remain content to hope and long and labour for our object through yet unnumbered years, but still it is not too much to observe that every well-wisher of South Africa anticipates with high expectation and gladness the time when the intellectual currency of the country shall bear worthy mark in the shape of degrees which represent not merely a narrow study under cramped local conditions, or a cram preparation for an examination, but a distinctive University life, and the discipline of daily contact with the noblest minds of this land, and many attracted from other lands beyond the seas.